

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

**SURINAME**

**NATIONAL POPULATION AND HOUSING CENSUS PROGRAM**

(SIXTH GENERAL POPULATION CENSUS)

**(SU-0025)**

**LOAN PROPOSAL**

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## **ANNEXES**

### **ANNEX I            Logical Framework**

## **BASIC SOCIOECONOMIC DATA**

For basic socioeconomic data, including public debt information, please refer to the following address:

<http://www.iadb.org/RES/index.cfm?fuseaction=externallinks.countrydata>

## **ABBREVIATIONS**

|         |   |
|---------|---|
| ANCO    | Assistant National Census Officer                 |
| CBB     | Central Bureau for Civil Registration             |
| CBCS    | Central Bureau of Census Suriname                 |
| CEO/GBS | Director of the GBS                               |
| CO/GBS  | Census Office of the General Bureau of Statistics |
| GBS     | General Bureau of Statistics ('ABS' in Dutch)     |
| GDP     | Gross Domestic Product                            |
| GIS     | Geographic Information System                     |
| GOS     | Government of Suriname                            |
| GPS     | Geographic Positioning System                     |
| NCO     | National Census Officer                           |
| PLOS    | Ministry of Planning and Development Cooperation  |
| UN      | United Nations                                    |

**NATIONAL POPULATION AND HOUSING CENSUS PROGRAM**  
(SIXTH GENERAL POPULATION CENSUS)  
(SU-0025)

**EXECUTIVE SUMMARY**

**Borrower:** Government of Suriname

**Executing agency:** Census Office of the General Bureau of Statistics (GBS)

|                           |               |      |           |
|---------------------------|---------------|------|-----------|
| <b>Amount and source:</b> | IDB: (OC/IFF) | US\$ | 3,365,000 |
|                           | Local:        | US\$ | 1,117,000 |
|                           | Total:        | US\$ | 4,482,000 |

|  |   |          |       |
|--|---|----------|-------|
| <b>Financial terms and conditions:</b> | Amortization Period:                                    | 25       | years |
|  | Grace Period:   | 5        | years |
|  | Disbursement Period:                                    | 4.5      | years |
|  | Interest Rate:  | variable | (IFF) |
|  | Supervision and Inspection:                             | 1.0      | %     |
|  | Credit Fee:   | 0.75     | %     |
| Currency:                              | United States dollars from the Single Currency Facility |          |       |

**Objectives:** The developmental objectives of the Program are: (i) to provide the Suriname Government, the private sector and the scientific and research community with up-to-date, accurate and comprehensive demographic, social, economic and cultural data which can be used for national and regional planning, as well as for research purposes; and (ii) to strengthen the national capacity in collecting, processing and analyzing data resulting from population and housing censuses.

The specific and immediate objective of the Program is to plan and execute the Sixth General Population Census, and analyze and disseminate its results within two and a half years of enumeration.

**Description:** The implementation of the Sixth General Population Census is a high priority for Suriname. The country conducted its last population and housing census in 1980.

The Program consists of three groups of activities to be executed in phases: 1) Pre-Census Enumeration; 2) Census Enumeration; and 3) Post-Census Enumeration.

**1) Pre-Census Enumeration Phase (US\$1,638,000)**

The Pre-Census enumeration phase includes all preparation, planning and coordination activities required to lay out the technical and organizational ground work for implementation of the Census: GBS staffing, equipment, supplies and materials, outside technical support and staff training activities.

The core activities of the Pre-Census phase encompass: (i) the planning and execution of preparatory activities, such as the establishment of the National Council of the Census, the organization of the Census Office, the design and testing of the Census questionnaire, and the approval of relevant legislation; (ii) the updating of the Census cartography; (iii) pilot and dress rehearsals; and (iv) recruitment and training.

The updating of the Census cartography is addressed to define the EDs (enumeration areas or districts), whose relation to the workload of one enumerator defines the required human resources for the field operations. EDs are the main elements of administration, supervision, and quality control in the enumeration phase.

The pilot rehearsal was conducted in April 2002, and the dress rehearsal is scheduled for November 2002. This phase includes also adequate information and dissemination to the public through different communications media.

## **2) Census Enumeration Phase (US\$1,420,000)**

The Census enumeration phase includes: (i) the actual Census Taking, Census Day, which is scheduled to start on March 31, 2003 and run for 14 to 28 days. The Sixth Census will be a general census aimed at covering the total area of Suriname. For the purpose of executing the Census the country is subdivided into two domains: the interior and the coastal area.

Census Day involves the mobilization of enumerators plus supervisors and controllers nationwide and the timely delivery of census materials, forms and supplies to the enumerators. This component also includes: (a) the printing of census forms; (b) rental or lease of equipment and transportation required for enumerators; and (c) the stipend and expenses of the enumerators recruited to carry out the census in the field.

## **3) Post-Census Enumeration Phase (US\$675,000)**

The Post-Census enumeration phase includes: (i) data processing activities; (ii) evaluation of the quality of data; and (iii) analysis, publication and dissemination of census results. Preliminary Census results are expected to be available by August 2003, and final census results and detailed reports between January 2004 and October 2005. The Post-Census enumeration phase involves a significant amount of publication and dissemination of census reports. The component will include (a) temporary personnel costs; (b) computer hardware and software; and (c) contracts with international experts to support development of census products.

**Relationship of the project in the Bank's country and sector strategy:**

As articulated in the 2000 Country Paper (GN-2080-1), the core of the Bank's country strategy in Suriname is to support policy and institutional reforms in order to improve institutional and incentive frameworks. The principal areas of focus are: private sector development; modernization of the state; human resource development; environmental management. The proposed project would contribute to human resource development by providing improved information for development planning, particularly regarding social sector needs. It would also contribute to modernizing the state by upgrading the organization responsible for Censuses. Finally, the proposed project would seek to reinforce reforms of the institutional arrangements for conducting Censuses in Suriname and thereby make census-related institutional capacity more permanent.

**Coordination with other official Development Finance Institutions:**

The United Nations Population Fund supported the GBS in the conceptualization of the census activities and methodology, through a special mission in August 2001. The United States Bureau of the Census contributed to the training of Census staff of the GBS in data processing (paragraph 1.24).

**Environmental/ social review:**

The Program is not expected to have negative environmental or social impacts. On the contrary, it is anticipated that the information generated by the Census will have a positive social impact and facilitate identification of poverty areas and needs for public services of all kinds. The information generated will contribute to social and demographic analysis and the preparation of development programs, allowing for improved targeting and allocation of scarce resources. CESI reviewed the Profile II for this Program on August 4, 2000 and no further action was requested.

**Benefits:**

One of the key outputs of the Program is the establishment, by the approval of the Statistics Law, of a permanent Census Office. According to this law, the responsibility for the coming, as well as for the future censuses, will rest with the General Bureau of Statistics (GBS), and the Director of GBS will be the National Census Officer (see paragraphs 1.14 and 1.15). In addition the Program's benefits and outcomes will derive mainly from the utilization of the information generated by the Census. The information should serve as a very useful input to the preparation and implementation of development policies, plans and programs. This should facilitate improved provision of government services and allow public resources to be allocated more efficiently.

The Sixth General Population Census will provide digital ED maps, which can be used and easily updated in the future. They will be



selected for sampling in inter-censal surveys; they will be able to be organized in master frames for those surveys. Census information from them will be geo-referenced, allowing the construction of GIS, able to characterize small areas independently of traditional jurisdictional limits.

The Program will also support a technological leap in census activities in Suriname through the introduction of geographic positioning and geographic information system capacity and techniques. More broadly, the Program will serve to build census-related capacity so that more institutional capacity for censuses will exist in the future.

**Risks:**

**Public willingness to provide data.** In all censuses, the acceptance and willingness of the public to provide detailed personal family and economic information is a risk. In the case of Suriname it is expected that this risk will be minimal and that, with proper preparation through a public information campaign, the public will collaborate with the Census. Non-response was not a problem during the pilot Census.

**Logistics.** The main risks associated with actual implementation of the Census are logistical and can be ameliorated in the planning stage with careful preparation and thoroughness.

**Special contractual clauses:**

The special contractual clauses are as follows:

Prior to first disbursement: (i) two separate accounts must be set up by the government in the name of the GBS, at a commercial bank. One account will be denominated in US dollars for the Bank's financing and the other in local currency for the counterpart resources (paragraph 3.18); (ii) the Project Plan and timetable must be revised (paragraph 3.22); and (iii) the Statutes of the GBS must be approved (paragraph 3.1).

**Poverty-targeting and social equity classification:**

This operation does not qualify as a social equity enhancing project, as described in the indicative targets mandated by the Bank's Eighth Replenishment (document AB-1704). Furthermore, This operation does not qualify as a poverty targeted investment (PTI).

**Procurement:**

The procurement of works, goods and consulting services will take place in accordance with Bank policy. No procurement will be carried out under International Competitive Bidding (ICB) procedures (above US\$200,000 for consultant services and US\$250,000 for acquisitions).

**Waiver:**

GISsat is the only qualified GIS and mapping services firm based in Suriname. GISsat has been contracted to advise and train GBS personnel on GPS equipment, GIS use and applications. GISsat's

work has been satisfactory and very important to the development of the Census Cartography component (Paragraphs 3.10). Consequently, GBS intends to utilize GISSat's services during the execution of the Program, in accordance with the Bank's policies on continuation of services.

## **I. FRAME OF REFERENCE**

### **A. Socioeconomic Framework**

#### **1. General**

- 1.1 Suriname is a sparsely-populated country and the current population is estimated to be roughly 450,000. However, this estimate is subject to considerable uncertainty because the last population census was conducted in 1980 and since that time the country has experienced substantial emigration to the Netherlands and a major influx of illegal immigrant workers. The population is ethnically diverse, comprising Hindustanis (approximately 37%), Creoles (approximately 31%), Javanese (approximately 14%), Maroons (approximately 9%), and Amerindians (approximately 3%), as well as European, Chinese and other miscellaneous groups.
- 1.2 The majority of the population resides along the coast in a narrow strip of land representing 10% of the national territory. The capital city and its suburbs (comprising the District of Paramaribo and the District of Wanica) contain about 70% of the national population but only 0.4% of the national territory. Only around 10% of the population lives in the interior of the country that makes up nearly nine-tenths of the national territory.
- 1.3 In the last two decades there have been major population shifts. There was substantial emigration to the Netherlands, particularly during the 1980s. Also, during the late 1980s, a civil war displaced many persons living in the interior of the country, some of whom migrated to the capital city, Paramaribo, and some of whom emigrated to French Guiana. During the 1990s, there was a substantial influx of illegal immigrants, mostly from Brazil, to the gold mining areas in east-central Suriname.
- 1.4 Since Independence in 1975, Suriname has retained strong ties to the Netherlands. The Dutch government has been the largest source of development aid to Suriname and it has been estimated that 254,000 persons of Surinamese origin were living in the Netherlands in 1994. Suriname's official language is Dutch, and the legal tradition and much of Suriname's institutional framework are modeled on Dutch systems.

#### **2. Macroeconomic Context**

- 1.5 Suriname has experienced considerable macroeconomic volatility in the last two decades due partly to external shocks, in the form of fluctuations in the international price of its principal export, alumina, and partly to volatile macroeconomic policies. The most recent period of macroeconomic instability culminated in 2000 with GDP shrinking by roughly 7%, inflation over 70%, and a fiscal deficit in excess of 12% of GDP. The country had accumulated substantial

external payments arrears and was facing significant short-term external debt servicing obligations.

- 1.6 But by the end of 2001, the government had managed to stabilize the economy and transform macroeconomic conditions. The government had reduced the fiscal deficit to less than 2 percent of GDP and inflation to 5%. The government also had substantially reduced external payments arrears and had succeeded in re-financing a significant proportion of its external debt. Private sector confidence had rebounded and economic growth had resumed.
- 1.7 In early 2002, the government granted a large pay award to civil servants. The increased expenditures implied by the award may boost the fiscal deficit since it is unclear whether the government will be able to offset the cost of the pay award with expenditure reductions elsewhere or revenue enhancements. A significant increase in the fiscal deficit could destabilize the economy once more and cloud the short-term outlook.

## **B. Historical and Institutional Context**

- 1.8 Suriname has held five population censuses: in 1921, 1950, 1964, 1972 and 1980. The results of the last national census, which were not published until 1992, are not only out of date but also are flawed because logistical problems prevented proper enumeration in the interior.
- 1.9 The **General Census Law of October 1<sup>st</sup>, 1949** (G.B. 1949, no 110 “*Wet Algemene Volkstellingen*”) is the master law governing censuses in Suriname. This law establishes a framework for periodic censuses and recommends a periodicity of 10 years. It establishes the nature of a census (universal, individual enumeration), the goals and the core topics to be covered in the questionnaire.
- 1.10 The General Census Law also stipulates that each census requires the National Assembly’s approval of a law that specifies the date of the census and the topics to be covered in the census. The law authorizing the Sixth General Population Census has been approved by the National Assembly. The Census Office submitted the questionnaire simultaneously to the National Assembly as a courtesy and to promote awareness and support.
- 1.11 Instead of designating a permanent organization, the General Census Law placed the responsibility for conducting each population and housing census on a national census officer, who would be appointed by the Governor (President since Independence), and a temporary census bureau, which would be created specifically for this purpose at the time of each census. A temporary advisory body – The Census Council – would assist the census officer and bureau.
- 1.12 These institutional arrangements were followed for the 1964, 1972 and 1980 censuses. For those censuses the national census officer was either the Director or the acting Deputy Director of the General Bureau of Statistics (GBS) and the GBS provided staff to the census bureau. The GBS, which was established in 1947, is

- the principal statistical organization in the country and produces population estimates, social and cultural statistics, national accounts, a consumer price index, trade statistics, and transport and traffic statistics. Currently, the GBS is a semi-autonomous unit of the Ministry of Planning and Development Cooperation and therefore is subject to civil service regulations and norms on hiring and firing and salary levels. Its budget is part of the Ministry of Planning and Development Cooperation's budget.
- 1.13 Under the previous government of Suriname, the President approved a resolution in July 1999 that appointed a General Leader of the Census with a mandate to begin preparations for a census in 2000 and to establish a Central Bureau of Census Suriname (CBCS), under the supervision of the Ministry of Home Affairs. Subsequently, the government requested a technical cooperation project and a loan from the IDB to support the preparation and execution of the Census. The Bank approved the technical cooperation project in January 2000. A general election in May 2000 led to a change in government and the new government placed preparation for the Census on hold until it could review the institutional arrangements. In light of this, and Suriname's arrears with the Bank, the Bank suspended preparation of the loan. In January 2001, the new President approved a resolution that appointed the Director of the GBS as the National Census Officer and the Minister of Planning and Development Cooperation as the minister responsible for the Census. The government disbanded the Central Bureau of Census that had been established in 1999 under the Minister of Home Affairs and the new National Census Officer formed a temporary Census Office staffed by GBS staff and temporary consultants. The government cleared its arrears with the Bank in June 2001 and requested a Bank mission to resume preparation of the loan, in the context of the new institutional arrangements. The Bank resumed preparation of the loan in November 2001.
  - 1.14 An important goal of the proposed project is to strengthen the permanency and sustainability of institutional capacity in the area of censuses. The Statistics Law details the responsibilities of the General Bureau of Statistics. This Law states that future censuses will be the responsibility of the General Bureau of Statistics and that the Director of the General Bureau of Statistics will be the National Census Officer. It revokes Article 5 of the 1949 Census Law that stipulates that the President will designate an individual as the National Census Officer. Therefore, this Law definitively and permanently establishes the General Bureau of Statistics as responsible for population and housing censuses and institutionalizes the appointment of the National Census Officer.
  - 1.15 In association with the Statistics Law, the **Statutes** for the GBS make the GBS an autonomous public agency ("Stichting"). These Statutes enable the GBS to manage its own budget and to make human resource decisions free of civil service regulations.
  - 1.16 Given the importance of institutional permanency and autonomy of the GBS for the sustainability of the capacity-building efforts of this program, the government

and Bank agreed during the preparation of the proposed project that it would not be submitted for the consideration of the IDB's Board of Executive Directors until the Statistics Law was approved.

## **C. Bank Experience**

### **1. National Censuses**

- 1.17 The Bank has contributed to the 2000 round of censuses in various countries. The first Bank loan for the implementation of a national census was approved for Bolivia 1048/SF-BO (US\$7.4 million) and similar operations have been processed for Argentina AR-0261 (US\$59.0 million), Nicaragua ATN-TF-4736-NI, Paraguay 1301/OC-PR , and Ecuador 1296/OC-EC (US\$12.5 million). In preparation for the year 2000 censuses in the region, the Bank approved a regional technical cooperation ATN/SF-5827-RG in 1997 for the *Centro Latinoamericano de Demografia* (CELADE) to provide technical support and training to member countries in the compilation and management of national census data. Suriname accessed this TC several times in 2000.
- 1.18 According to lessons learned, and given the characteristics of the Census Program in which a large percentage of disbursements needs to occur immediately after approval, it is highly recommended that the government comply with the conditions prior to disbursement (paragraph 3.18, paragraph 3.22, and paragraph 3.1), simultaneously with the approval of the Program by the Board of Directors.

### **2. In Suriname**

- 1.19 Since 1995 the Bank has been supporting improvements in Suriname's capacity to produce accurate, reliable and timely economic and social statistics. In 1995, the Bank approved a US\$1.0 million technical cooperation project for the institutional strengthening of the Departments of Economic Affairs and Treasury of the Ministry of Finance. The project is aimed at strengthening the Ministry's ability to generate reliable and useful fiscal statistics.
- 1.20 In 1996, the Bank approved a technical cooperation of US\$1.7 million for the Institutional Strengthening of the GBS. The project aimed to improve the coverage, quality, and timeliness of national accounts, enterprise, trade, and consumer price statistics. Despite certain adverse conditions, such as lengthy strikes in the civil service -- particularly in 1999 and 2000 -- and the failure to achieve Foundation Status, the GBS managed to improve both its performance and its image in the community. A number of sections of the GBS are functioning better than prior to the project and in some areas the coverage, quality and timeliness of statistics has greatly improved. Most notably, a Household Budget Survey was completed in 2000, which allowed the introduction of a new consumer price index (CPI) in 2001. This CPI not only replaced an outdated CPI, based on a 1968/9 survey, but also improved the geographical coverage. In

addition, the survey gave the staff of the GBS valuable experience, which will benefit the preparation and execution of the Census.

- 1.21 In January 2000, the Bank approved a technical cooperation ATN/SF-6859-SU, to support the CBCS in planning the Sixth Census. The project supported the CBCS during the first five months planning of the Census. Much of this support was lost when the CBCS disappeared but two computers with GIS software were transferred to the GBS and some of the staff that benefited from training are now working with the Census Office of the GBS.
- 1.22 In December 2001, the Bank approved a technical cooperation ATN/SF-7747-SU, to support the Census Office of the GBS in its preparations for the Census. The project focused on upgrading the Census Office's cartographic capacity so that mapping and other urgent preparatory activities could proceed and not be delayed until the approval of the Bank loan for the Census. The project also included an important publicity component that proved very successful.

#### **D. Bank Country Strategy**

- 1.23 As articulated in the 2000 Country Paper (GN-2080-1), the core of the Bank's country strategy in Suriname is to support policy and institutional reforms in order to improve institutional and incentive frameworks. The principal areas of focus are: private sector development; modernization of the state; human resource development; environmental management. The proposed project would contribute to human resource development by providing improved information for development planning, particularly regarding social sector needs. It would also contribute to modernizing the state by upgrading the organization responsible for censuses. Finally, the proposed project would seek to reinforce reforms of the institutional arrangements for conducting censuses in Suriname and thereby make census-related institutional capacity more permanent.

#### **E. Coordination with other official Development Finance Institutions:**

- 1.24 The United Nations Population Fund supported the GBS in the conceptualization of the census activities and methodology, through a special mission in August 2001. The United States Bureau of the Census contributed to the training of Census staff of the GBS in data processing.

## II. THE PROGRAM

### A. Objectives

- 2.1 The developmental objectives of the Program are: (i) to provide the government, the private sector and the scientific and research community with up-to-date, accurate and comprehensive demographic, social, economic and cultural data that can be used for national and regional planning, as well as for research purposes; and (ii) to strengthen the national capacity in collecting, processing and analyzing data resulting from population and housing censuses.
- 2.2 The specific and immediate objective of the Program is to plan and execute a General Population Census Program, and analyze and disseminate its results within two-and-a-half years of enumeration.

### B. Description

- 2.3 The implementation of the Sixth Population Census Program for national planning is a high priority for Suriname. The country conducted its last population and housing Census in 1980 and, due to a multitude of difficulties, the final results were produced only in 1992. The last Economic Census was taken in 1980 and the last Agricultural Census was conducted in 1981.
- 2.4 The Program consists of three groups of activities to be executed in phases: 1) the Pre-Census Enumeration; 2) the Census Enumeration; and 3) the Post-Census Enumeration. Table II-1 shows the budget by project activities, which are consistent with the logical framework developed jointly by the Bank and GBS.

**TABLE II-1**  
**PROJECT ACTIVITIES**

| <b>Project activities</b>               | <b>Amount US\$</b> |
|---|--------------------|
| 1. Pre-Census enumeration phase         | 1,638,000          |
| 1.1 Planning                            | 1,217,000          |
| 1.2 Cartography                         | 180,000            |
| 1.3 Pilot/dress rehearsal               | 15,000             |
| 1.4 Recruitment and training            | 226,000            |
| 2. Census enumeration phase             | 1,420,000          |
| 2.1 Actual census taking                | 1,420,000          |
| 2.2 Field quality control               |                    |
| 3. Post-Census enumeration phase        | 675,000            |
| 3.1 Data processing                     | 64,000             |
| 3.2 Evaluation of the quality of data   | 113,000            |
| 3.3 Analysis and publication            | 334,000            |
| 3.4 Dissemination                       | 164,000            |
| <b>Subtotal excluding contingencies</b> | <b>3,733,000</b>   |
| 4. Contingencies                        | 372,000            |
| 5. Financial charges                    | 377,000            |
| <b>Total</b>                            | <b>4,482,000</b>   |



## **1. Pre-Census Enumeration Phase (US\$1,638,000)**

- 2.5 The Pre-Census enumeration phase includes all preparation, planning and coordination activities required to lay out the technical and organizational ground work for implementation of the Census: GBS staffing, equipment, supplies and materials, outside technical support and staff training activities. Specific definition of the Sixth Census activities, which included revision of previous work by the Bank and the Surinamese government during 1999-2000, has been in progress since November 2001.
- 2.6 The core activities of the Pre-Census phase encompass: (i) the planning and execution of preparatory activities, such as the establishment of the National Council of the Census, the organization of the Census Office, the design and testing of the Census questionnaire, and the approval of relevant legislation; (ii) the updating of the Census cartography; (iii) pilot and dress rehearsals; and (iv) recruitment and training (see Table II-1).
- 2.7 The Census Office of the GBS prepared a Project Plan in April 2002, and a detailed timetable of activities that the Bank reviewed. The Project Plan includes general methodology, functional timetables and a budget. This Project Plan, which not all countries have prior to a census, is a strong managerial tool for the implementation of the Program.
- 2.8 The drafting of the Census questionnaire has taken into account current international recommendations regarding gender, fertility, ethnicity, migration and vulnerable population segments. The Census will take into account the diversity of Suriname population using different languages in the interviews.
- 2.9 The updating of the Census cartography will define the EDs (enumeration areas or districts), whose relation to the workload of one enumerator defines the required human resources for the field operations. EDs are the main elements of administration, supervision, and quality control in the enumeration phase. This task will require updating existing cartography, construction of updated street maps and surveying trips to interior areas, disregarded in previous census.
- 2.10 Census cartography will apply modern technology for ED definition, by the use of GPS/GIS resources. The use of GPS/GIS in this activity will enhance data quality and facilitate data dissemination, as well as the combination of population data with other indicators. Moreover, the ED digital database will facilitate planning and administration of future censuses.
- 2.11 The cartography component includes GPS and GIS training for selected staff and field enumerators and supervisors, production of geographical maps for training and instruction, hardware and software, and the services of a cartography coordinator within the GBS.

- 2.12 The pilot rehearsal was conducted in April 2002 and the dress rehearsal started in November 2002. It is estimated that the recruitment and rehearsal training will include 640 supervisors by November-December 2002 and 1,601 enumerators by January-March 2003. This phase also includes adequate information and dissemination to the public through different communications media.

## **2. Census Enumeration Phase (US\$1,420,000)**

- 2.13 The Census enumeration phase includes: (i) the actual Census Taking, Census Day, which is scheduled to start on March 31<sup>st</sup> and run for 14 to 28 days, according to the following schedule: Census taken in the coastal area by April 14<sup>th</sup>, 2003, and Census taken in the interior by April 28<sup>th</sup>, 2003; (ii) field quality control activities, which include sample re-interviews in the coastal area, by April 21<sup>st</sup>, 2003, and sample re-interviews in the interior by May 5<sup>th</sup>, 2003.
- 2.14 The Sixth Census will be a general census aimed at covering the total area of Suriname of 163,820 km<sup>2</sup>. The territory is administratively divided into 10 districts (headed by a District Commissioner) and the 10 districts are further subdivided into 62 resorts ("ressorten"). The ten districts are: Paramaribo, Wanica, Nickerie, Coronie, Saramacca, Commewijne, Marowijne, Para, Brokopondo, Sipaliwini. The largest district is Sipaliwini, also containing the largest resort while the smallest district is Paramaribo, also containing the smallest resort. Paramaribo has the highest population density 1,273.46 pop/ km<sup>2</sup> and Sipaliwini the lowest 0.19 pop/ km<sup>2</sup>.
- 2.15 For the purpose of executing the Census the country is subdivided into two domains, the interior and the coastal area. The interior comprises the Districts of Marowijne, Brokopondo, Sipaliwini and parts of the Districts of Commewijne, Para and Nickerie. The remainder of Suriname will be considered coastal area. For operational purposes the small-scale gold mines will also be treated as a separate sub-domain. These are within the Districts of Brokopondo (Sarakreek and Bronsweg) and Sipaliwini (Kleine Saramacca, Kabanakreek, Patamacca, Bensdorp and Sela).
- 2.16 The sparsely settled interior of the country presents special census-taking challenges, with small villages and family settlements scattered over a large area. Transport in the interior is predominantly by foot, small boat or airplane; there are only a few roads and no regularly scheduled transport services. Due to civil unrest at the time, the 1980 Census was not taken in the interior of the country. It is therefore critical for both social and economic reasons that every attempt is made to conduct a thorough census of the interior of the country.
- 2.17 Consistent with the characteristics of the interior<sup>1</sup>, the general census methodology (inclusive of the measuring instruments) will be same for the whole country, but there will be necessary adjustments in the execution of census

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<sup>1</sup> The Census Office will rely heavily on the Ministry of Defense for information regarding access to all Surinamese territory.

- activities in the interior. The Census Office will collaborate closely with the Medical Mission for all census activities in the interior and with the Brazilian Embassy and the Association of Brazilian Gold Diggers for the Census of the gold mining areas. There will be variation in certain operational procedures (i.e. means of transportation, enumerator/supervisor ratio, use of paramedics and other personnel active in the interior as enumerators, instead of teachers and the like). Taking into account the diversity of Suriname's population, the Census Office plans to send people with proper knowledge of Maroon languages to the interior with a Dutch questionnaire and have them translate on the spot, rather than translate the questionnaire into Aucan and Saramaccan because speaking the languages of the Maroon societies is easier than reading them.
- 2.18 Updated cartography is needed during all phases of the Census (pre-enumeration, enumeration and Post-enumeration). For the Sixth Population Census in Suriname, field mapping is being conducted using both traditional field mapping techniques as well as GPS-based field data collection for digital mapping.
- 2.19 For field mapping activities, teams of at least three persons (GPS operator, clerk, and driver) were deployed. Given the limited digital storage capacity of the GPS instruments, laptop computers were used by the field mapping teams. It was estimated that 4 to 6 teams working full-time could complete field data collection in the coastal area within a period of 3 months. In an additional month, field data was entered into the GIS databases to produce updated digital maps showing all roads and streets and supporting geographic features.
- 2.20 Traditional field mapping has also been used in Paramaribo, Wanica and Nickerie, prior to February 2002 and before GPS instruments became available to the GBS. Using 4-person teams, it was estimated that coverage of the coastal area would require about 6 months, and the output would consist of sketch maps and drafted overview maps of updated streets and roads. Coronie was mapped using both traditional and GPS-based approaches to provide a unique opportunity to compare field data collection and mapping methods. Increasingly GPS is being utilized for field data collection in order to facilitate transfer of field data to the GIS databases for preparation of updated cartography for census planning and execution.
- 2.21 After the inventory of streets and roads was completed and digital base maps were available, the listing of houses and other structures was conducted. GPS techniques were used for this activity to expedite data collection and facilitate transfer to the GIS databases. This activity started in May 2002, and its immediate objective was to acquire basic information on structures (e.g. GPS-based location, type of building or dwelling, address, use) and estimate members of households. Information collected during the listing exercises is being used to produce census enumeration districts (CEDs), which will be used for enumerator assignment. CEDs will also provide the foundation for a proper area sample frame. Table II-2 illustrates the time for the listing activities.

**TABLE II-2**  
**LISTING ACTIVITIES**

| <b>District</b> | <b>Population Estimate</b> | <b>Area Km2</b> | <b>Density</b> | <b>Estimated hhlds/houses</b> | <b>Estimated working days</b> | <b>Listing Period (2002)</b> |
|-----------------|----------------------------|-----------------|----------------|-------------------------------|-------------------------------|------------------------------|
| Paramaribo      | 233,800                    | 182             | 1,285          | 56,305                        | 65                            | May-July                     |
| Wanica          | 76,000                     | 443             | 172            | 18,305                        | 21                            | May-June                     |
| Nickerie        | 36,900                     | 5,353           | 7              | 8,894                         | 10                            | August                       |
| Coronie         | 3,200                      | 3,902           | 1              | 773                           | 1                             | August                       |
| Saramacca       | 13,800                     | 3,636           | 4              | 3,313                         | 4                             | September                    |
| Commewijne      | 23,000                     | 2,353           | 10             | 5,534                         | 6                             | June                         |
| Marowijne       | 13,900                     | 4,627           | 3              | 3,338                         | 3                             | May                          |
| Para            | 15,800                     | 5,393           | 3              | 3,798                         | 4                             | June                         |
| Brokopondo      | 8,000                      | 7,364           | 1              | 1,916                         | 1                             | July                         |
| Sipaliwini      | 25,800                     | 130,567         | 0              | 6,206                         | 0                             | No Listing                   |
| Total Suriname  | 450,200                    | 163,820         |                |                               | 117                           |                              |

- 2.22 Census Day involves the mobilization of approximately 1,601 enumerators plus 640 supervisors and controllers nationwide and the timely delivery of census materials, forms and supplies to the enumerators. This component includes: (a) the printing of census forms; (b) rental or lease of equipment and transportation required for enumerators (busses mopeds and motor bikes, cars, chartered flights, other vehicles); and (c) the stipend and expenses of the enumerators recruited to carry out the Census in the field.

### **3. Post-Census Enumeration Phase (US\$675,000)**

- 2.23 The Post-Census enumeration phase includes: (i) data processing activities which encompasses codification, keying in, and edition of census data; (ii) evaluation of the quality of data through a Post-enumeration survey, and demographic evaluation; and (iii) analysis, publication and dissemination of census results. Preliminary census results are expected to be available by August 2003, and final census results and detailed reports between January 2004 and October 2005.
- 2.24 Two quality control instruments will evaluate the Census: the PES and the demographic analysis. The PES will be used in the coastal area and demographic evaluation will be used for the entire country.
- 2.25 The Post-Census enumeration phase involves a significant amount of publication and dissemination of census reports through communication media, conferences, publications, CDs, diskettes, and other adequate information media. The component will include (a) temporary personnel costs; (b) computer hardware and software; and (c) contracts with international experts to support development of census products.

### **C. Institutional Strengthening**

- 2.26 The implementation of the Sixth National Population Census along the three phases as they have been jointly designed by the Bank and the government , involves a strong process of institutional strengthening. The Bank strengthened the GBS with the Technical Cooperation ATN/SF-5124-SU, approved in 1996. In December 2001, the Technical Cooperation ATN/SF-7747-SU was approved to support the GPS-GIS technology, acquisition of equipment and training, as part of the preparation of the Census Program (SU-0025). In addition, the specific consultant interventions, the formal as well as hands on training, the provision of equipment, the fostering of ties with relevant institutions and professionals, and the proper documentation for all census stages will strengthen the capacity of the Census Office of the GBS in collecting, processing, analyzing, and properly disseminating population census data.
- 2.27 As an autonomous agency (“Stichting”), the GBS will have the capacity of keeping its trained staff, which has benefited from the various short-term training, in the job training, and learning by doing throughout the three stages of the Program. This institutional strengthening is sustainable given the content of the Statistics Law. This Law states that future censuses will be the responsibility of the GBS and the Director of the GBS will be the National Census Officer. The Census Office becomes a permanent part of the GBS. In association with the Statistics Law, the Statutes for the GBS make this institution an autonomous public agency (“Stichting”).
- 2.28 Additionally, the GBS maintains a fruitful relationship with the University of Suriname which helps on the one hand, the GBS in retaining good quality professionals, and on the other hand, serves well the pool of skilled labor supply: GBS offers internships to promising university students and tries to retain the best; GBS provides the University with assistance in making available frames for sampling or sometimes in drawing the sample for University Surveys; the University assists the GBS by providing refreshing and upgrading courses in specific areas; the University Research Institute (IMWO) participated in previous Census stakeholders meetings. The University Community will certainly receive preferred treatment as regards the use of Census results.

### **D. Size of the Program**

- 2.29 Program size has been determined on the basis of: (i) the need to conduct a general census including the interior regions of the country, whose accessibility is difficult and requires a significant amount of resources in terms of transportation costs, field personnel and training; (ii) the need to update Suriname’s cartography with modern GIS technology, which include the costs of equipment acquisition and training; (iii) the need to hire international experts to collaborate in the process; and (iv) the need to produce and publicize information that can reach different parts of the country, taking into account diverse ethnicity and culture.

- 2.30 All these factors involve higher cost per enumerated person than in other regional countries with more regular census and statistical history. According to the current estimated budget, Suriname PHC 2003 will have a per capita cost of US\$9.74, slightly above the cost of PHC 1989, when this is updated by inflation in the United States. This cost is a little lower than the Antilles census cost of US\$ 10.17, which resulted a few cents below its cost in 1992, when inflation is considered. A rough estimation of Curacao census costs turned out in a cost per capita around US\$8.0. The conclusion seems to be that censuses in the Caribbean are considerably higher than their counterparts in African Countries (roughly between US\$1.0 and US\$2.0, according to BUCEN International Program Center estimations) and in Latin American countries that have been funded by the Bank operations in year 2001 (cost per capita in Argentina, US\$6.1, Bolivia US\$1.1, Ecuador US\$1.5 and Honduras US\$1.34).

**E. Program Cost**

- 2.31 The total cost of the Program has been estimated at the equivalent of US\$4,482,000 to be disbursed during a four and a half year period. The break down by investment category and source of funds is presented in Table II-3.

**F. Financing Plan**

- 2.32 The Bank loan in the amount of US\$3,365,000 will account for 75% of the total cost. The remaining US\$1,117,000 will be local counterpart and it is distributed over the execution period of the Program. Counterpart cost will be financed by the Government of Suriname. A detailed budget is available in RE3/SC3 files.

**TABLE II-3**  
**(IN US\$ EQUIVALENT)**

| INVESTMENT CATEGORY |   | IDB              | GOS              | TOTAL            | %<br>TOTAL    |
|---------------------|---|------------------|------------------|------------------|---------------|
| <b>1</b>            | <b>Program administration</b>   | <b>68,000</b>    | <b>193,000</b>   | <b>261,000</b>   | <b>5.8%</b>   |
| 1.1                 | External auditors   | 15,000           | 0                | 15,000           | 0.3%          |
| 1.2                 | Commercial bank charges (1%)  | 0                | 41,000           | 41,000           | 0.9%          |
| 1.3                 | Secretarial staff   | 12,000           | 18,000           | 30,000           | 0.7%          |
| 1.4                 | Telecommunication   | 17,000           | 0                | 17,000           | 0.4%          |
| 1.5                 | Census head quarters and utilities (excluding telecommunication)            | 0                | 132,000          | 132,000          | 2.9%          |
| 1.6                 | Fees and stipends of local dignitaries                                      | 24,000           | 2,000            | 26,000           | 0.6%          |
| <b>2</b>            | <b>Direct cost</b>  | <b>2,375,000</b> | <b>461,000</b>   | <b>2,836,000</b> | <b>63.3%</b>  |
| 2.1                 | Census management, other professional staff and other staff                 | 688,000          | 269,000          | 957,000          | 21.4%         |
| 2.2                 | Consultants   | 105,000          | 0                | 105,000          | 2.3%          |
| 2.3                 | Travel and per diem Census staff  | 330,000          | 33,000           | 363,000          | 8.1%          |
| 2.4                 | Equipment   | 330,000          | 28,000           | 358,000          | 8.0%          |
| 2.5                 | Fieldwork materials   | 454,000          | 0                | 454,000          | 10.1%         |
| 2.6                 | Pilot Census, dress rehearsal and Post Enumeration Survey                   | 10,000           | 31,000           | 41,000           | 0.9%          |
| 2.7                 | Transportation services (rent of cars & boats, plane charters and the like) | 274,000          | 0                | 274,000          | 6.1%          |
| 2.8                 | Insurance, maintenance, fuel and lubricants                                 | 20,000           | 100,000          | 120,000          | 2.7%          |
| 2.9                 | Publication of census results   | 164,000          | 0                | 164,000          | 3.7%          |
| <b>3</b>            | <b>Technical assistance</b>   | <b>586,000</b>   | <b>50,000</b>    | <b>636,000</b>   | <b>14.2%</b>  |
| 3.1                 | Training sessions   | 226,000          | 0                | 226,000          | 5.0%          |
| 3.2                 | Post census strengthening   | 190,000          | 10,000           | 200,000          | 4.5%          |
| 3.3                 | Census publicity  | 170,000          | 40,000           | 210,000          | 4.7%          |
| <b>4</b>            | <b>Unallocated expenses</b>   | <b>302,000</b>   | <b>70,000</b>    | <b>372,000</b>   | <b>8.3%</b>   |
| 4.1                 | Contingencies   | 302,000          | 70,000           | 372,000          | 8.3%          |
| <b>5</b>            | <b>Financial expenses</b>   | <b>34,000</b>    | <b>343,000</b>   | <b>377,000</b>   | <b>8.4%</b>   |
| 5.1                 | Interest  | 0                | 312,000          | 312,000          | 7.0%          |
| 5.2                 | Credit commission   | 0                | 31,000           | 31,000           | 0.7%          |
| 5.3                 | Credit supervision  | 34,000           | 0                | 34,000           | 0.8%          |
|                     | <b>Grand total</b>  | <b>3,365,000</b> | <b>1,117,000</b> | <b>4,482,000</b> | <b>100.0%</b> |
|                     | % per source  | 75.1%            | 24.9%            | 100.0%           |               |

## **G. Terms and Conditions of the Loan**

- 2.33 Bank financing will be drawn from the Ordinary Capital Resources with interest rate support from the Intermediate Financing Facility (IFF). Table II-4 shows the terms and conditions of the loan.

**TABLE II-4**  
**TERMS AND CONDITIONS OF THE LOAN**

|                   |  |
|-------------------|--|
| Source of funds   | Ordinary Capital                             |
| Amount            | US\$3,365,000                                |
| Terms:            |  |
| Amortization      | 25 years                                     |
| Grace Period      | 5 years                                      |
| Disbursement      | 4.5 years                                    |
| Interest rate     | Variable <sup>2</sup>                        |
| Supervision       | 1% of the loan amount                        |
| Credit commission | 0.75% per year on undisbursed amount         |
| Currency          | US dollars from the Single Currency Facility |

**H. Reimbursement of Expenditures Chargeable to the Financing and Local Counterpart**

- 2.34 The government has requested that up to the equivalent of US\$100,000 of the resources of the financing be used to reimburse expenditures incurred in the Program. Also, the government has requested that the Bank recognize up to US\$125,000 as part of the local counterpart for expenditures incurred in the Project. The project team has reviewed and approved the recognition of these expenditures, provided that they have been incurred following procedures substantially similar to those that will be used during the execution of the Program.

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<sup>2</sup> The Intermediate Finance Facility (IFF).



### **III. PROGRAM EXECUTION**

#### **A. The Borrower and Executing Agency**

- 3.1 The borrower will be the Government of Suriname (GOS), which will be responsible for timely provision of the local counterpart resources. The executing agency will be the Census Office of the GBS. The executing agency (GBS) will be responsible for: (a) maintaining adequate financial, accounting, and internal control systems that allow the identification of the sources and uses of project funds, provides documentation to verify transactions, and permits the timely preparation of financial statements and other financial reports; (b) submitting disbursement requests to the Bank and the corresponding justification of expenditures; and (c) maintaining an adequate disbursements supporting documentation filing system for Census. The approval of the Statutes of the GBS (paragraph 1.15) is a condition prior to first disbursement.
- 3.2 The Ministry of Planning and Development Cooperation holds general jurisdiction over the GBS. Consequently, the National Census Officer, NCO, who was appointed by Presidential Resolution of January 21, 2002, and who has the entire responsibility to prepare, implement, evaluate and publicize the Census, reports to the Minister of Planning and Development Cooperation.

#### **B. Program Organizational Structure**

- 3.3 For the implementation of the Sixth National Census the following organizational structure has been devised which consists of the following ten elements, as shown in Chart III-1.

##### **1. High Level Population Census Support Committee**

- 3.4 This committee will consist of a small number of high-level persons from all functional groups of the society. The Committee will support the importance of the Census and will help to back up the image of the Census activities.

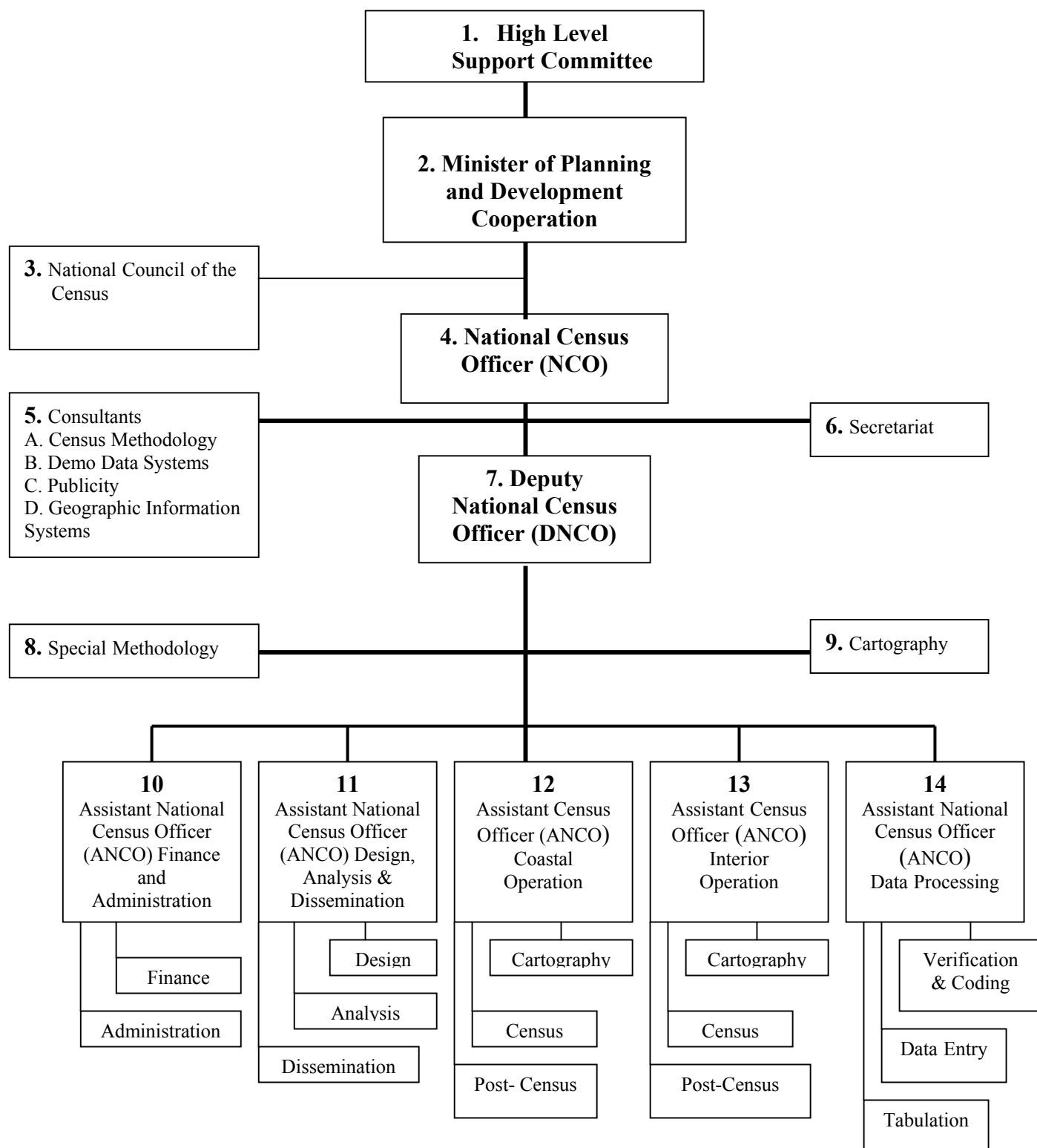
##### **2. Minister of Planning and Development Cooperation (PLOS)**

- 3.5 The Minister is the highest authority responsible for census activities.

##### **3. The National Council of the Census (NVR)**

- 3.6 The NVR is a temporary advisory body that is to be established by ministerial decree and which will give the Census a national character as well as providing advice to the National Census Officer. This Council is staffed by experts who have to judge the substantive matters of the Census in a scientific manner. This Council will be chaired by the Minister of PLOS or his deputy.

**Chart III-1**  
**Organization Chart**  
**Sixth General Population Census**



- 3.7 The 10-person council consists of representatives from: the GBS; the Planning Office; the Adek University of Suriname (IMWO); the Ministry of Defense, the Ministry of Home Affairs (CBB); the Ministry of Labor; the Ministry of Education; the Ministry of Public Health (Medical Mission); and the Ministry of Regional Development.

#### **4. The National Census Officer (NCO)**

- 3.8 By Presidential Resolution of January 21<sup>st</sup>, 2001, the Managing Director of the GBS was appointed National Census Officer. Under his management the Census has to be prepared, implemented and the results published. The entire responsibility of the Census lies thus with the National Census Officer. He reports to the Minister of PLOS.

#### **5. Consultants**

- 3.9 Two international experts in the areas of Census Methodology (two months), and Demographic Data Systems (four months), and the following national consultants: publicity (nine months); GIS experts (75 working days) and external auditors for a total of three years. A specialized firm, GISsat, which has been contracted under ATN/SF-7747-SU to advise and train GBS personnel on GPS equipment, GIS use and applications, will continue its technical support through the execution of the project. (Terms of Reference of these consultants are part of the files of the Program).
- 3.10 GISsat is the only qualified GIS and mapping services firm locally based in Suriname for the provision of the required goods and services. They have also been instrumental in numerous and diverse mapping projects in Suriname in recent years, and have been generous in sharing their database with the GBS which has both enhanced quality and expedited base map development. Not only has the work of GISsat been satisfactory, but also important to the development of the Census Cartography component. GBS intends to continue to utilize the expert services of GISsat to coordinate mapping activities and train GBS staff during the execution of the Census cartography component in order for GBS to develop a census cartography capability on a permanent basis. Because the total effort to be provided by GISsat is less than US\$200,000, no exception to public bidding is required. GISsat continuation of services during the execution period is estimated up to US\$50,000.

#### **6. Secretariat**

- 3.11 The Secretariat Unit will be in charge of keeping the historical records of the Census process and will provide administrative support.

## **7. Deputy National Census Officer (DNCO)**

- 3.12 This person assists the National Census Officer and deputizes for him in case of his absence. The DNCO is also in charge of the day-to-day management of the population census. The DNCO periodically convenes meetings of the Assistant Census Officers, advisors, and other experts to discuss and produce: questionnaires, code booklets/coding instructions, cartography, logistics, human resources and training, publicity, special groups field work and reporting, data collection, data processing, tabulation and analysis and publication of programs.

## **8. Special Methodology**

- 3.13 A small number of Surinamese experts will be recruited to collaborate with the Census Office to assist with some methodological aspects, publicity and production of GIS maps.

## **9. Cartography**

- 3.14 A special team (GIS cartography) will be in charge of digitizing the current cartographic files and those to be developed in order to implement the Sixth National Population Census.

## **10. Assistant National Census Officers (ANCO)**

- 3.15 Assistant National Census Officers, one for each area under the supervision of the DNCO, will have the responsibilities of handling and managing the areas of: finance and administration; field operation for the interior; field operations for coastal areas; design, analysis and dissemination; and data processing.

## **C. Procurement of Goods and Services**

### **1. General Procurement**

- 3.16 Contracting of consulting services and purchases of equipment will be carried out in accordance with Bank norms and policies. International Competitive Bidding of Goods (ICB), above US\$200,000 for consultant services and US\$250,000 for acquisitions is not contemplated. The following table contains a projection of the annual disbursement by source of financing:

**TABLE III-1**  
**ANNUAL DISBURSEMENT SCHEDULE BY FINANCIER**  
**(IN US\$ EQUIVALENT)**

| <i>Source</i> | <i>Year 1</i> | <i>Year 2</i> | <i>Year 3</i> | <i>Year 4</i> | <i>Total</i> | <i>%</i> |
|---------------|---------------|---------------|---------------|---------------|--------------|----------|
| <b>IDB</b>    | 1,271,813     | 1,714,113     | 309,462       | 69,612        | 3,365,000    | 75.1     |
| <b>GOS</b>    | 392,763       | 392,717       | 201,738       | 129,782       | 1,117,000    | 24.9     |
| <b>Total</b>  | 1,664,576     | 2,106,830     | 511,200       | 199,394       | 4,482,000    | 100.0    |
| <b>%</b>      | 37.1          | 47.0          | 11.4          | 4.4           | 100.0        |          |

**D. Waiver**

- 3.17 GISsat is the only qualified GIS and mapping services firm based in Suriname. GISsat has been contracted to advise and train GBS personnel on GPS equipment, GIS use and applications. GISsat work has been satisfactory and very important to the development of the Census Cartography component (Paragraph 3.10). Consequently, GBS intends to utilize GISsat services during the execution of the Program, in accordance with the Bank's policies of continuation of services.

**E. Financial Aspects**

- 3.18 Program finance administration will be under the responsibility of an accounting officer under the supervision of the National Deputy Census Officer. National Program finances will be administered through two separate accounts, established in the name of the GBS, at a commercial bank. One account will be denominated in U.S. dollars for the Bank's financing while counterpart contributions will be made into the local currency account. Transfers to the local currency account from the U.S. dollar account will be made using the exchange rate mechanism stipulated in the loan agreement between the IDB and the Government of Suriname. The establishment of the special accounts is a condition prior to first disbursement.

**F. Project Reports and Evaluation**

- 3.19 Project Reports will be in accordance with IDB regulations plus reports deemed necessary by the Government of Suriname and other reports, as agreed between the Bank and the government. Project Reports will comprise: (i) semiannual progress reports, within 30 days of each six months period; (ii) reports of the various consultants contracted; (iii) financial and audited reports as required by the Bank; and (iv) miscellaneous interim-reports agreed upon by both parties.
- 3.20 The Executing Agency (GBS) shall submit to the Bank annual and a final financial statement of expenditures regarding the entity and the use of the Bank's contribution, within 120 days after the end of each fiscal year and the date of the last disbursement for the project. These statements shall be audited by a firm of independent public accountants acceptable to the Bank, based on the terms of reference previously approved by the Bank. The audit firm will be contracted for a period of at least three years, subject to a contractual termination clause in case of inadequate performance. The audit firm will be selected in accordance with the Bank's audit bidding procedures and the audit costs will be covered by the Bank's financing.
- 3.21 Evaluation Reports. The following evaluation reports will be conducted: (i) continuous evaluation reports; (ii) mid-term evaluation report; and (iii) a final evaluation report, within three months of the completion of the Program. For the

continuous evaluation reports, the Project Plan and the detailed timetable of activities prepared by the Census Office (see paragraph 2.7) will be used.

- 3.22 The Project Plan and the detailed timetable will serve as the baseline methodology to evaluate the progress of the project, both in terms of the sequence of activities as well as their quality aspects. In order to use the most updated baseline, the Census Office will present to the Bank prior to the first disbursement, a revised Project Plan and timetable that includes adjustments according to the most recent developments of the Program.
- 3.23 **Mid-Term Evaluation.** A mid-term evaluation will be conducted once the final results and detailed reports of the Census become available (approximately June 2004, according to indicators of the Logical Framework). This evaluation will review and assess the activities executed in terms of its results and impacts, including the response of the public to the census activities and the dissemination strategy through the media. The Bank will hire an international consultant to assist in the preparation of this evaluation.
- 3.24 Based on the historical files kept at the Secretariat, the semiannual progress reports will describe and assess the relevant activities in accordance with the baseline project plan. The final evaluation report will use all the previous project data, plus the publicized results, reports, PES and the like of the Census program, and will analyze the results of the Program vis-à-vis its developmental objectives as set forth in paragraph 2.1.

#### **IV. PROGRAM BENEFITS, VIABILITY AND RISKS**

##### **A. Benefits**

- 4.1 One of the key outputs of the Program is the establishment, by the approval of the Statistics Law, of a permanent Census Office. According to this law, the responsibility for the coming, as well as for the future censuses, will rest with the General Bureau of Statistics (GBS), and the Director of GBS will be the National Census Officer. In addition, the Program's benefits and outcomes will derive mainly from the utilization of the information generated by the census. The information should serve as a very useful input to the preparation and implementation of development policies, plans and programs. In particular, data on the spatial distribution of the population, demographic characteristics, social profile and living standards will strengthen national development planning, including projections on population, school enrolment, future housing requirements, growth in the economically active population, and health service requirements. This should facilitate improved provision of government services and allow scarce public resources to be allocated more efficiently.
- 4.2 The Sixth General Population Census will provide digital ED maps, which can be used and easily updated in the future. They will be selected for sampling in intercensal surveys; they will be able to be organized in master frames for those surveys. Census information from them will be geo-referenced, allowing the construction of GIS, able to characterize small areas independently of traditional jurisdictional limits.
- 4.3 The Program will also support a technological leap in census activities in Suriname through the introduction of global positioning and geographic information system capacity and techniques. More broadly, the Program will serve to build census-related capacity so that more institutional capacity for census will exist in the future.

##### **B. Viability**

###### **1. Institutional**

- 4.4 Suriname initiated preparations for the Sixth General Population Census with limited institutional capacity in the census area due to: (i) the lack of a permanent responsible organization in the past; (ii) the length of time elapsed since the last census; (iii) the country's small workforce; and (iv) the weak capacity throughout the government. Therefore, this capacity has had to be strengthened in parallel with the preparation of the Census through training and institutional support. The postponement of the date of the Census until March 31, 2003 provides an adequate timeframe to permit further on-the-job training of staff to conduct the Census. Furthermore, although few staff has census experience, the GBS does have expertise in statistics, demography and computer sciences and this expertise provides a solid foundation for developing capacity in census work. Certainly,

the approval of the Statistics Law and the **Statutes** is the hallmark of the institutional sustainability of the GBS.

## **2. Financial**

- 4.5 The financial viability of the Program hinges on the timely provision of the local counterpart contribution, so that census activities – which are intricately scheduled – can take place without interruption or delay. The provision of adequate counterpart resources became a concern during 1999-2000, when government finances were stretched and the fiscal deficit averaged over 12 percent of GDP. However, in 2001 the government undertook a significant fiscal adjustment and reduced the fiscal deficit to less than 2 percent of GDP. The Census Office of the GBS informed the Bank that the government had made provision in the draft budget for 2002 to allow it to fully provide counterpart funding equivalent to 30 percent of the project cost in 2002.

## **3. Environmental and Social Impact**

- 4.6 The CESI reviewed the Program on August 4, 2000, and the Program is not expected to have negative environmental or social impacts. On the contrary, it is anticipated that the information generated by the Census will have a positive social impact and will facilitate identification of poverty areas and needs for public services of all kinds. The information generated will contribute to social and demographic analysis and the preparation of development programs, allowing for improved targeting and allocation of scarce resources.
- 4.7 The Census in the interior would provide important information on the location and size of tribal communities and economic activities, especially gold mining, in ecologically fragile zones to allow for improved programs, planning and monitoring. This Census will also provide the most reliable source of population data on the tribal and ethnic groups in the interior of the country in the last 30 years, and permit improved targeting of support services to those Maroon and Amerindian communities.

## **C. Program Risks**

- 4.8 **Public willingness to provide data.** In all censuses, the acceptance and willingness of the public to provide detailed personal family and economic information is a risk. In the case of Suriname it is expected that this risk will be minimal and that, with proper preparation through a public information campaign, the public will collaborate with the Census. Non-response was not a problem during the pilot Census.
- 4.9 **Logistics.** The main risks associated with actual implementation of the Census are logistical and can be ameliorated in the planning stage with careful preparation and thoroughness.



## SIXTH GENERAL POPULATION AND HOUSING CENSUS PROGRAM

### LOGICAL FRAMEWORK

| OBJECTIVES  | INDICATORS  | MEANS OF VERIFICATION   | ASSUMPTIONS   |
|---|---|---|---|
| <b>Project goals</b>  |   |   |   |
| To strengthen social and economic development planning, policies and research                     | Within two to three years data and statistics provided by the 6th Census are being used for policy, planning and research                         | Relevant reports (e.g. Annual and Multi Annual Development Plans, Government Budget, Private sector annual reports and reports to international organizations, e.g. Caricom, ILO, UN) | Government and other agencies continue to use timely and reliable data for development planning, policies and research                                      |
| <b>Purpose</b>  |   |   |   |
| To provide up-to-date, accurate and comprehensive demographic, social, economic and cultural data | Census preliminary results available as of August 2003; Census final results and detailed reports available between January 2004 and October 2005 | Preliminary and final census reports  | Use of data in different formats and under different conditions by all stakeholders remains possible. Census results will be accessible to all stakeholders |
| <b>Project outputs</b>  |   |   |   |
| 1. Establishment of a permanent Census Office   | 1.1 Relevant laws approved  | 1. Census year 2003 launched – SU-0025 taken to Board of Directors  | Government understanding of importance of a permanent autonomous office   |
| 2. Population and Housing Census results  | 1.2 1000 - 2000 copies of census reports during 2003-2005   | 2. 1/2- Substantive Census reports and Evaluation reports   | GBS has become an Government foundation   |
|   | 1.3 500 census CD's and disks   |   | The public is law abiding and responds to the Census questionnaire  |
| 3. Sampling frame for inter-censal surveys  | 3.1 Digitized set of ED's and micro data in electronic format (10-2005)   | 3. Sample designs by GBS and other survey institutions  | Sample surveys and Censuses will remain important in Suriname   |
| 4. Improved institutional capacity of the GBS to plan, execute and evaluate future censuses       | 4.1 Core Census staff formally and hands-on trained (approx. 20 persons)  | 4. Reports and inspection in site   |   |
|   | 4.2 Proper equipment installed (inter alia 15 computers)  |   |   |
|   | 4.3 GBS reorganized to include permanent Census staff and a Cartography Unit  |   |   |

| OBJECTIVES                             | INDICATORS  | MEANS OF VERIFICATION   | ASSUMPTIONS  |
|--|---|---|--|
| <b>Project activities</b>              |   |   |  |
| <b>1. Pre-Census enumeration phase</b> |   |   |  |
| 1.1 Planning                           | Manuals by Dec 2002   | Printed documents   | • Adequate flow of financial resources is in place   |
|  | Questionnaires by Jan 2003  | Printed documents   | • Needed human resources in place  |
|  | Project document by end April 2002  | Printed documents   | • Adequate GIS and GPS equipment in place  |
|  | Budget finalized by end Sept 2002   | Printed documents   | • Proper media access  |
|  | Legislation passed by mid June 2002   | Official gazette (Staatsblad)   | • Adequate public response to pilot  |
| 1.2 Cartography                        | Listings of structures finalized by Oct 2002  | Listing forms   | • Trained core census staff remains with the GBS   |
|  | Spatial database of streets by Oct 2002   |   |  |
|  | Integration of listings and streets by resort, by end Oct 2002  |   |  |
|  | Database of EDs by resort, by end Oct 2002  |   |  |
|  | Detailed ED maps finished by Jan 2003   | Digital maps for enumeration in all domains   |  |
| 1.3 Pilot/dress rehearsal              | Pilot in April 2002, dress rehearsal by Nov 2002  | Pilot results & Pilot evaluation report, dress rehearsal report and evaluation report |  |
| 1.4 Recruitment and training           | Recruitment and training of 640 supervisors by Nov-Dec 2002 and of 1601 enumerators by Jan-March 2003 | Trainees test results   |  |
| <b>2. Census enumeration phase</b>     |   |   |  |
| 2.1 Actual census taking               | 2.1.1 Census taken in the coastal area by 14/04/2003  | Census takers batches handed in   | • Adequate flow of financial resources is in place   |
|  | 2.1.2 Census taken in the interior by 28/04/2003  | Supervisors and controllers reports   | • Needed human resources in place  |
| 2.2 Field quality control              | 2.2.1 Sample re-interviews in the coastal area by 21/04/2003  |   | • Proper media Access  |
|  | 2.2.2 Sample re-interviews in the interior by 05/05/2003  |   | • Adequate public response to actual census  |
|  | 2.2.3 Check lists produced by March 2003  | Actual supervisor and controller checklists   | • Trained core census staff remains with the GBS<br>• Cooperation of other institutions in place |

| OBJECTIVES                                  | INDICATORS  | MEANS OF VERIFICATION   | ASSUMPTIONS  |
|---|---|---|--|
| <b>3. Post census enumeration phase</b>     |   |   |  |
| 3.1 Data processing                         | 3.1.1 Census data edited and coded by Oct 2003  | Actual coding checklists  | <ul style="list-style-type: none"> <li>Adequate flow of financial resources is in place</li> </ul>                           |
|   | 3.1.2 Census data keyed and edited by Dec 2003  | Data files of keyed in census batches, actual computer printouts of keyed in and verified batches | <ul style="list-style-type: none"> <li>Needed human resources in place</li> </ul>  |
| 3.2 Evaluation of the quality of data       | 3.2 Post enumeration survey and demographic evaluation by Oct 2003  | PES batches handed in, PES data files, special reports on PES and demographic evaluation          | <ul style="list-style-type: none"> <li>Proper media access</li> </ul>  |
| 3.3 Analysis, publication and dissemination | 3.3.1 Tabulated results by April 2004   | Tables produced   | <ul style="list-style-type: none"> <li>Proper equipment for publication and other means of dissemination in place</li> </ul> |
|   | 3.3.2 Census preliminary results available as of August 2003; Census final results and detailed reports available between January 2004 and October 2005 | Census preliminary results, Census final results and detailed reports                             | <ul style="list-style-type: none"> <li>* Trained core census staff remains with the GBS</li> </ul>                           |
|   | 3.3.3 Census preliminary reports available through media  | Newspaper articles, press releases, press conference reports, publications, CDs and diskettes     | <ul style="list-style-type: none"> <li>Cooperation of other institutions in place</li> </ul>                                 |
|   | 3.3.4 Final results and detailed reports available in hard copy and digital form  | Newspaper articles, press releases, press conference reports, publications, CDs and diskettes     | <ul style="list-style-type: none"> <li>Proper data processing and analysis software in place</li> </ul>                      |

Note: Means of verification available at the Census Office, unless otherwise specified.